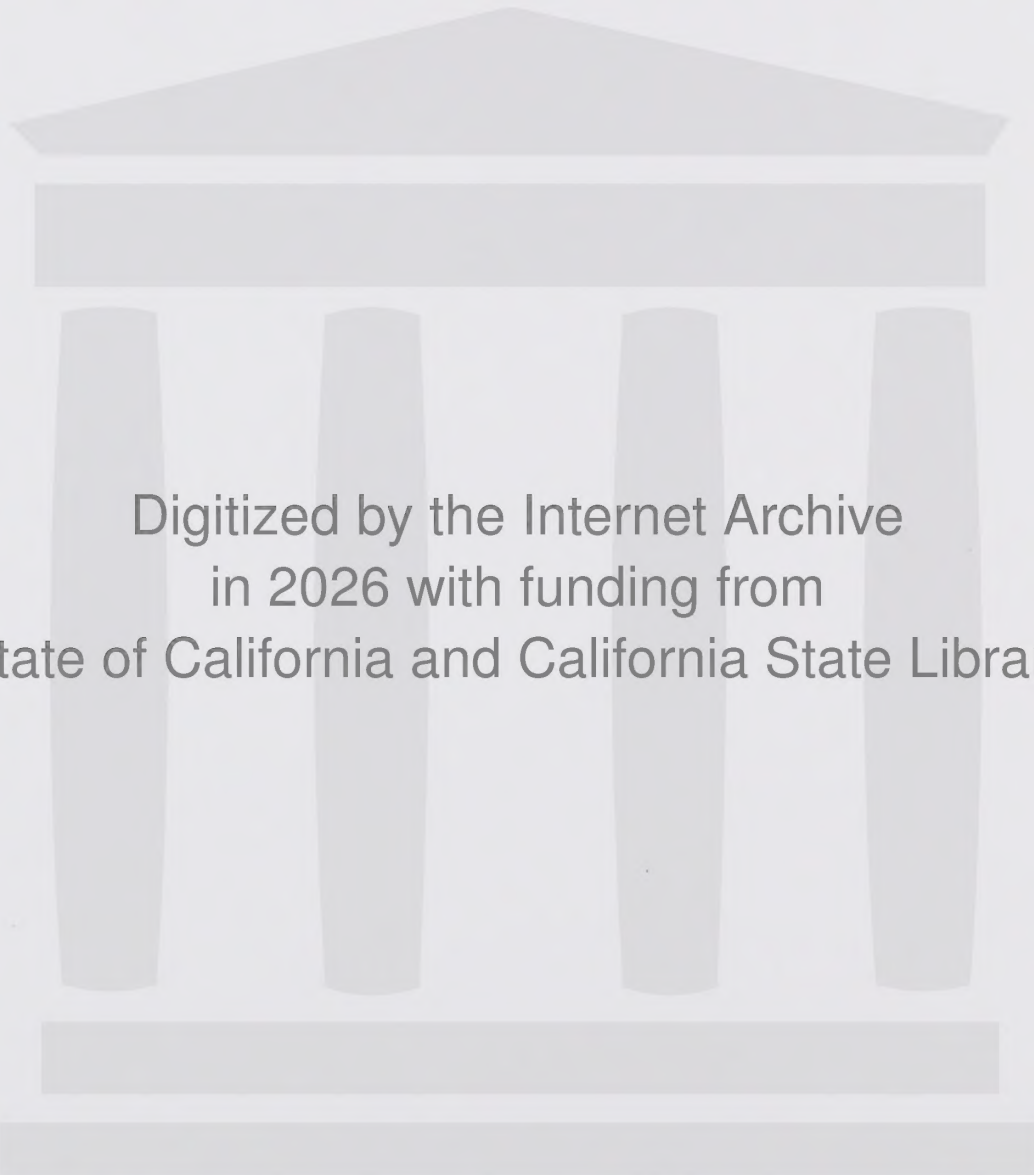


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soscol gateway vision



Adopted by City Council
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section 1: introduction

The Soscol Gateway Vision provides an overall conceptual planning framework for the 200 acres bounded by the Napa River on the east and north; the Expo/Silverado Trail and the Soscol frontage on the east; and Imola Avenue on the south. It was developed through an interactive process with the community, stakeholders, the Planning Commission and City Council. This report summarizes the planning purpose and process; overall planning concepts and principles; and implementation considerations.



Soscol Gateway is the front door to the city and the front yard to the Napa River. It plays an important role as a connecting district between Napa's neighborhoods, downtown and open space system.

Those that participated in the community workshops envisioned a system of connected open spaces providing the organizational structure for the Gateway.

This Vision strives to outline land use, open space and circulation principles to guide policy and implementation activities.

Purpose

The Soscol Gateway Vision provides an overall guide for public and private investment. It is a changing area, being transformed by the Napa River Flood Protection Project, with substantial opportunities for reinvestment. It has potential to provide exciting new and revitalized neighborhoods. Participants collaborated on a holistic view of the planning area and its relationship to surrounding districts. It was envisioned as group of distinctive "neighborhoods" that are an important physical and economic part of the community.

The General Plan identifies much of the Soscol Gateway area as "Mixed-Use", and calls for added planning to guide development along the riverfront. In addition, parts of the area designated "Community Commercial" allow for a variety of uses. Objectives of the visioning effort were to better define an appropriate mix of uses, create "places", add housing, support City economic development policies, and increase connectivity to the Napa River and adjacent neighborhoods. The Vision also looks at ways to integrate urban development into the area's natural features.

The Soscol Gateway Vision provides an overall framework of planning concepts for land use, open space, and circulation. The concepts anticipate the evolution of the Soscol Avenue corridor and adjacent areas over a 25 -year period. They provide direction for early phase investment so that it supports the community's long-term vision.

The planning principles and concepts suggest potential implementation issues and opportunities. The Vision identifies these for the purpose of better understanding the roles of public and private partners. Not intended to be a detailed plan, the Soscol Gateway Vision does, however, start to provide a picture of the type of long-and near-term implementation issues and efforts the City and private and public sector partners should anticipate.

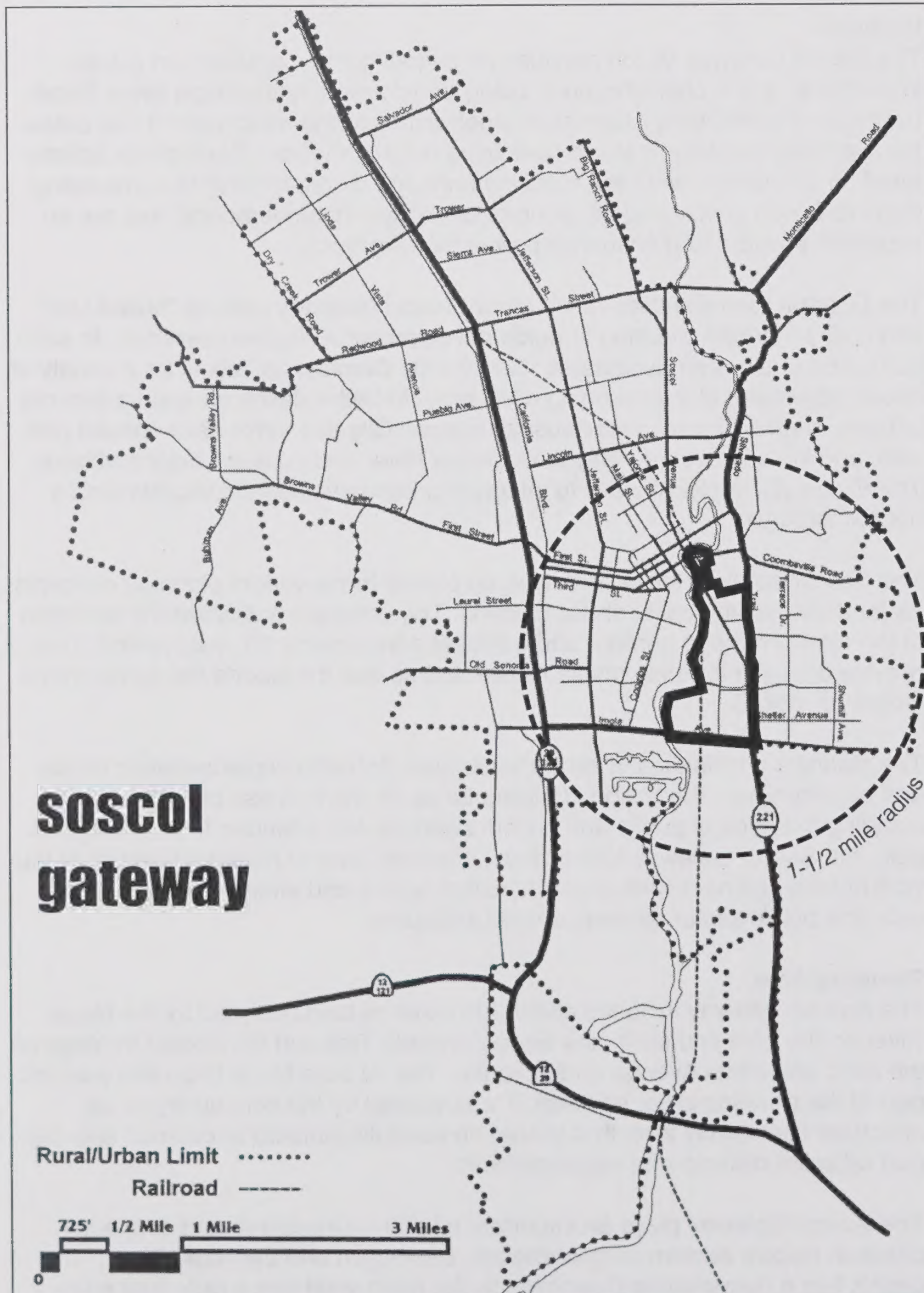
Planning Area

The Soscol Gateway includes about 200 acres of land bounded by the Napa River on the east and north, the Expo/Silverado Trail and the Soscol frontage on the east; and Imola Avenue on the south. The 34 acre Napa Expo site was not part of the planning area, however, it was viewed by the community as an important opportunity area that should be carefully planned to connect and support adjacent districts and neighborhoods.

The Soscol Gateway plays an important role as an integrator and connector between Napa's eastern neighborhoods, Downtown and the Napa River. The district has a rejuvenating Downtown to the north west and a new river edge

being created by the Napa River Flood Protection Project with its trails and marsh plain open spaces. To the north is COPIA, the Oxbow School and a small historic neighborhood. The Terrace/Shurtleff residential neighborhood is to the east and Napa Valley College is to the south of the district.

The Soscol Gateway is an important sub-regional commercial address. Auto dealers, larger retail tenants, tourist commercial, and other commercial uses serving Napa and the surrounding region are all located here. It generates more sales tax volume than any other shopping center or commercial district in the city.



Soscol Avenue is the business address for many of Napa's most productive and important retail, commercial and automotive services. There are seven new car dealers, discount retailers, tourist commercial businesses, and other uses that thrive on the avenue's traffic and high visibility.



The visioning process included community workshops in June and August 2002. A stakeholders including property owners, business owners, and institutional partners provided feedback on concepts. The Planning Commission reviewed alternatives and draft concepts prior to the July 2004 public hearing for the Soscol Gateway Vision.

Process

The visioning process began in mid 2002. At that time, the Flood Protection Project was beginning to reshape the area, providing an attractive new river edge and opening up previously flood prone lands for development. The newly completed COPIA was generating investment interest at its northern end, Downtown was beginning to revitalize, and the Expo was considering plans for its future. The City's Housing and Economic Elements had just been completed, highlighting the importance of making efficient use of remaining lands in the city to help maintain its renowned agricultural surroundings. Further, many Soscol area properties were underutilized, and the General Plan provided for a broad array of uses. It was recognized there was a need to think of this area as a whole – to better define desired future uses and circulation, how new uses should function and relate to the Flood Project improvements and surrounding areas, and strengthen the City's economic future. It was also a busy time. After initial community workshops, work paused to complete other related planning activities, and resumed in early 2004.

The process has been community-based, including stakeholder property owners, businesses, interested citizens and community groups, public agencies and Council and Planning Commission representatives. Two community workshops helped establish overall objectives, define major policy choices and alternative futures, and identify the best features from alternatives that became the basis for the Soscol Gateway Vision. The Planning Commission later held two additional workshops to review these alternatives, provide direction on a preliminary preferred Vision Concept, and to review stakeholder comments before preparation of the public hearing Draft. The City Council is expected to review the Draft Vision in August, 2004.

Relationship to other Plans and Policies

The Soscol Gateway Vision builds upon and informs a variety of planning activities pursued by the City of Napa and its partners.

General Plan Policies

The Napa General Plan adopted in 1998 provides overall policy guidance for the city. The General Plan identifies most of the area as "Mixed-Use", calling for added planning, and "Community Commercial". Other properties are designated "Public Serving" (Napa Sanitation District) or "Traditional Residential Infill". Other policies discuss housing and economic development, transportation, integrating urban development with the city's natural features, and development of the Napa River Trail.

Downtown Mixed-use and Infill Residential Development Strategy

Accepted by the City Council in May 2004, this planning effort focused on ways to facilitate desired mixed-use and residential infill development in the downtown area. The planning area overlapped with the Soscol Gateway at the northern part of Soscol Avenue. The Strategy identified 24 opportunity sites and established an overall sequence for implementation.

Soscol Corridor/Downtown Riverfront Development and Design Guidelines

The City adopted detailed design and development guidelines for the Soscol Avenue and Silverado Trail corridors, the Napa Riverfront and Oxbow District in August 2000. These Guidelines focused on improving the quality of public and private investment along the major streets and riverfront.

Napa Expo Property Plan

In 2002-03, parallel with the Soscol Gateway Vision process, the Napa Expo Board conducted their own planning effort to better define future uses and site plan concepts. Representatives from the Expo participated in the Soscol Gateway Vision workshops.

Napa River Flood Protection Project

The Napa River Flood Protection Project implementation is ongoing. Funded in 1999 after a major planning effort, it has received national recognition for its "living river" concept. Construction of new flood plain and marsh plain terraces, related marsh detention improvements, a public trail system, relocation of a rail line, fill of flood prone lands and new bridges are all underway for the Soscol Gateway and its environs. Project planning concepts and engineering criteria were incorporated into the Vision. (The Vision also makes recommendations regarding how river access could be enhanced).

Napa County Transportation Planning Agency (NCTPA)

NCTPA has prepared two studies for transit center locations in recent years, the most recent being part of the 2003 Napa Solano Passenger/Freight Rail Study. A favored intermodal station location (for buses, passenger rail, and parking) is at the north end of Soscol Avenue between downtown and Napa Expo. The studies identify transit facilities program requirements. NCTPA staff participated in stakeholder meetings and met with the City to coordinate objectives for a potential intermodal station site.

Gasser Property Master Plan

Concurrent with the Soscol Gateway Vision process and Flood Protection Project improvements, the Gasser Foundation has undertaken preparation of a master plan and environmental documents for their 80 acre property between the Napa River and Soscol Avenue. The Foundation's land use and development objectives helped inform the Vision. The Vision integrates the property into the larger district open space and circulation concepts.

Organization of Report

The Soscol Gateway Vision report is organized in three sections. The first section provides an overview of the purpose, process, and scope of the Soscol Gateway Vision. The second section includes planning issues, objectives, principles and concepts. The third section summarizes potential Vision implementation activities.



A key opportunity is to develop an intermodal transit facility at the north end of Soscol Avenue (top photo). Such facilities can be catalyst for other types of private investment that benefits from enhanced regional access. The example (bottom photo) is from Visalia. This transit facility has spawned renovation of historic buildings, new office development and residential projects.

section 2: concepts

The Soscol Gateway Vision is intended to plan, design, and integrate individual projects within a long term vision. Planning concepts for the Soscol Gateway Vision provide an organizational framework for investment within a 25-year timeframe. They take into account economic development objectives for the city, housing needs, connecting the district to the city, and image and identity. They integrate objectives of property owners, businesses, public agencies and the community.



Soscol Gateway will dramatically change over the next 25 years. Vacant sites will be developed. Older development will be redeveloped or restored. And, there will be many new businesses. The Vision anticipates the development of interconnected neighborhoods fronting Soscol Avenue and the Napa River.

The Planning Concepts section of the Soscol Gateway Vision provides a summary of planning issues, objectives, principles and concepts.

Planning Issues

There are an estimated 200 acres of developable land in the Soscol Gateway. Some sites have relatively new investment and others are vacant or underused. Over the next 25 years, many of the uses, tenants and structures are likely to be different than what we see today. The future of Napa and the Soscol Gateway need to be considered together because the area plays such an important role in the local economy and has land resources that can be used to accomplish a variety of land use objectives. Related infrastructure planning and financing mechanisms to support these objectives will also be key.

Opportunity Sites

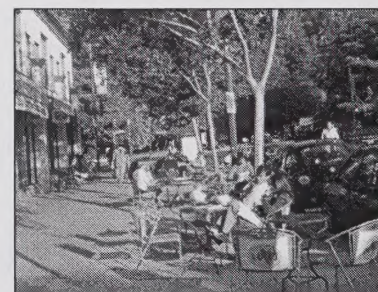
The Soscol Gateway has large parcels susceptible to new investment over the next 25 years. At least 40 more acres are available in the near term and an estimated 49 additional acres could be available in the 25-year planning period. In addition to the land that could be developed and redeveloped, many of the existing buildings and tenants are likely to change. Renovated buildings and sites with a new mix of tenants can add to the vitality of the Soscol Gateway.

Economic Development

Soscol Avenue is an important auto row address for the community and surrounding areas. Keeping the dealers in Napa and making sure they are successful partners is a primary economic objective for the City. In addition to the auto dealers, Napa has a need for locations for "middle box" retail tenants of 10,000 to 25,000 square feet. Retail space of this size is largely unavailable in other parts of the city. It can accommodate retail categories such as household appliances, electronics, furniture, sporting goods, and soft goods such as apparel and linens and other types of stores that require good visibility and benefit from a pleasant pedestrian environment. Based on a 1997 economic analysis by Applied Development Economics, each of these categories was experiencing approximately \$10 million in lost sales annually to communities outside Napa. Other types of commercial services and tourist commercial uses also benefit from the visibility and traffic volumes of Soscol Avenue. A commercial emphasis is therefore promoted for much of the Soscol corridor.

The northern portions of the Soscol Gateway that are adjacent to the river and Downtown were viewed as being important to support Downtown commercial activities and tourism, and housing. Sites in this area are at the confluence of traffic and transit, a variety of land uses, open space trails, and neighborhoods. They provide a transition between downtown and areas to the south and east.

Napa has made a long-term commitment to protecting farmland and vineyards surrounding the city. Since 1975, Napa has been developing projects within its Rural-Urban Limit (RUL) and has made a commitment to therefore provide efficient, well designed use of lands within this area. The mixed-use designation in the General Plan for the Soscol Gateway assumed there would be opportunities to blend residential with commercial uses. The Vision includes opportunities for housing, creating new neighborhoods, and integrating neighborhoods into the open space and design fabric of the community.



Consistent with the Soscol Avenue Design Guidelines, the Vision suggests a more pedestrian friendly and active street edge particularly portions of Soscol closer to Downtown.

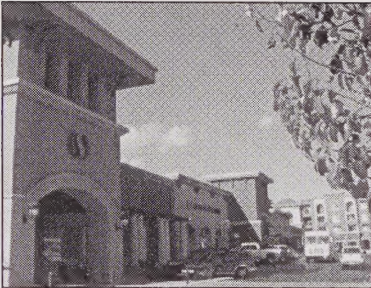
Left:

**LAND USE DESIGNATIONS AND
FLOOD PROTECTION RIVER
ACCESS**
*This diagram shows General Plan land
use designations and proposed trail
and access point locations.*

section 2: concepts

Open Space and Community Connections

The Soscol Gateway is located between the Napa River and its associated open space lands/trails and residential areas to the east. Other area resources include the Napa Expo grounds, wetlands, Tulocay Creek, and Napa College lands to the south. Connecting all these open space resources, and incorporating needed new parks, open space or common plazas requires a deliberate effort. In the community workshops, open space systems and physical connections, such as streets, were the primary method participants used to organize their visions of the Soscol Gateway. Open spaces provided focal points for new neighborhoods and, along with streets, connected the district to the community.

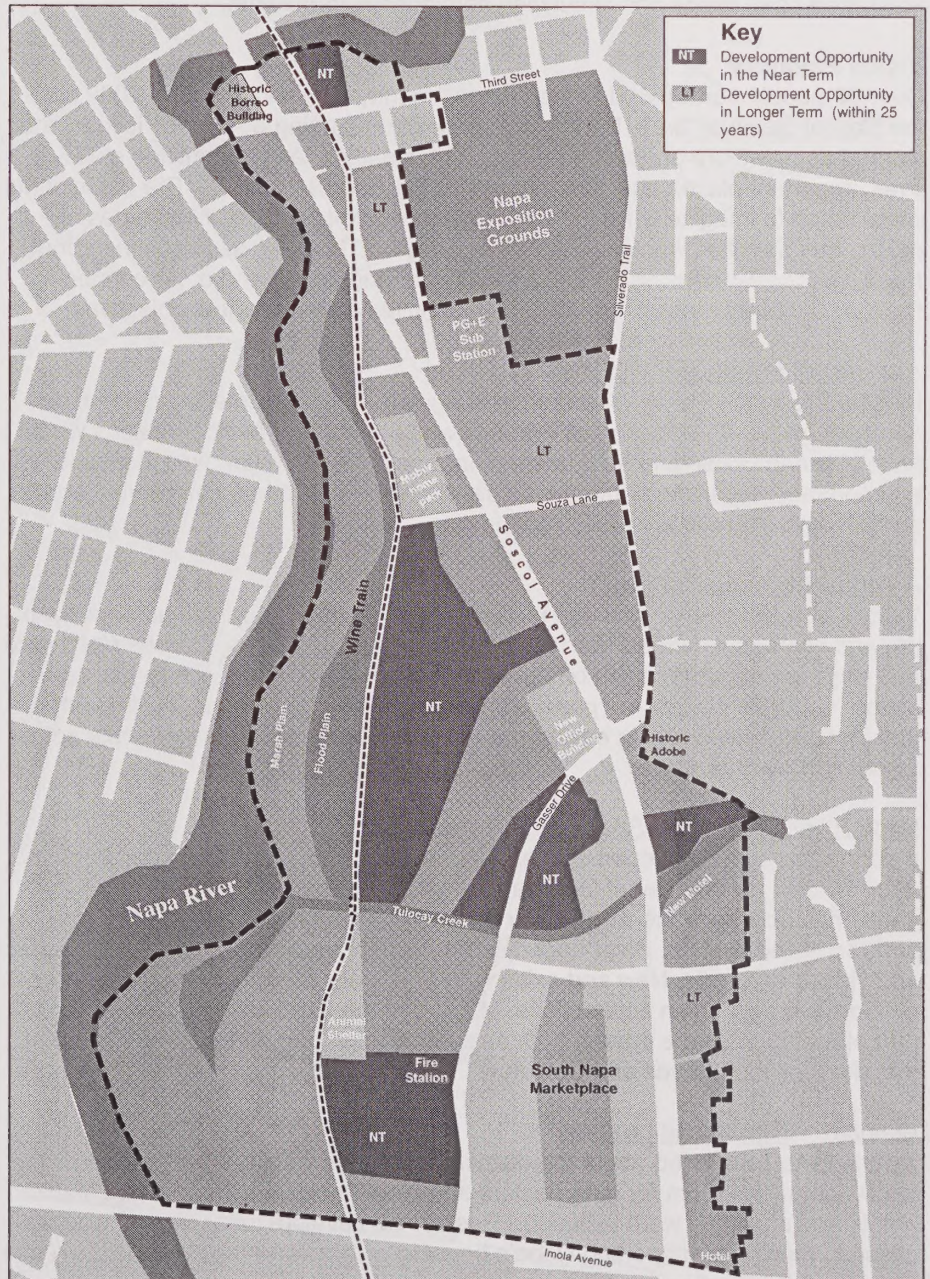


Mixed-use and mixed-density neighborhoods are part of the Vision. This mixed-use village center is located in Dublin, California. It includes a commercial center and apartments stacked over storefront shops. It has a small green and a walking street connecting it to an adjacent residential village.

Right:

OPPORTUNITY SITES

Over the next 25 years much of the developable land located in the Soscol Gateway will have new investment. This will include new buildings, roads, parks and renovated buildings. This diagram illustrates what might change in the near term and longer-term (within the next 25 years).



Public Uses

As Napa grows, the need for public land use will parallel residential and commercial uses. The future of land currently used for public uses, e.g., the Napa Sanitation District (NSD) property, represents a rare opportunity for a public use reserve. The NSD property is one of the last substantial opportunity sites in the City to provide for the public land use needs of future generations.

Image and Identity

The Development and Design Guidelines for the Soscol Corridor provide an excellent example of how public and private investment can contribute to the overall image of the Avenue. The Soscol Gateway Vision adds to this thinking by providing an overall framework for visualizing future “neighborhoods” and an integrated open space and circulation connections framework.

Vision Planning

Over 50 people participated in the first community workshop in June 2002 for the Soscol Gateway area. Participants reviewed planning and policy issues and worked as members of planning teams. The planning teams identified objectives, important places and connections for the Soscol Gateway. The participants were asked to imagine what a 25-year future would look like. What types of places and activities would be created? They had to make assumptions about Napa’s economy, housing needs, open space, pedestrian and other connections, and future modes of transit. They identified several overall objectives:

A District of Mixed-use “Villages”

Participants in the visioning workshop imagined a Soscol Gateway of interconnected mixed-use villages each with its own “signature esthetic”. Villages would have a strong transit and river orientation. The “transit station” was identified as an important place where intermodal transit supported a pedestrian-oriented lifestyle and an alternative to traffic congestion.

A Pedestrian Friendly District

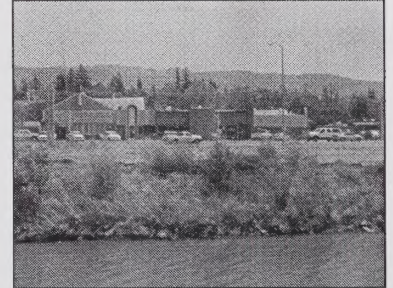
Visions of a district that was connected at many levels—by transit, auto, pedestrian, and bicycles—emerged from the team discussions. Teams demonstrated various ways to connect villages on both sides of Soscol Avenue with roads, open space “ribbons”, plazas and parks. New roads were created and existing ones enhanced to make walking easier and support a balance between transit, autos, pedestrians and bicyclists.

Napa River as an Open Space Spine

A connected system of open spaces, plazas, and parks were identified in every team’s vision for the Soscol Gateway. Visionary concepts illustrated visual and pedestrian access to the Napa River as a “spine” to the district’s open space and recreation system. River edge access was connected to mixed-use villages via bridges and trails. New and existing streets were designed to provide more comfortable pedestrian connections. Many saw the Expo site as an important part of the open space system both as a destination and connector to the surrounding neighborhoods and Downtown.

Economic Viability and Livability

Teams were concerned about the district’s economic viability. Maintaining a future that made room for auto dealers and other fiscally important uses like hotels and shopping were included. Residential development density was discussed in terms of supporting Napa’s housing policies and the Rural-Urban Limit



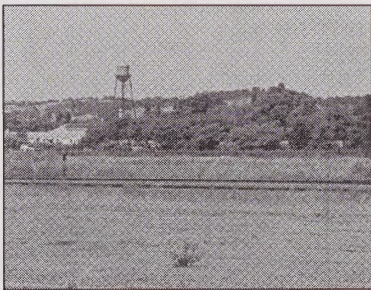
The intermodal station site is highly visible from the downtown (top). This site also can provide a walking and visual connection to the Napa Expo property (currently behind these buildings).

section 2: concepts

(RUL), economic feasibility, and overall vitality of transit and pedestrian-oriented neighborhoods.

Planning Principles and Concepts

The following pages include written and graphic summaries of overall planning principles and concepts that have emerged from the community, stakeholder, and Planning Commission process. They are organized by land use, open space and circulation. The concepts are intended to be general descriptions of the community's intent and will be tested and refined through an implementation process.

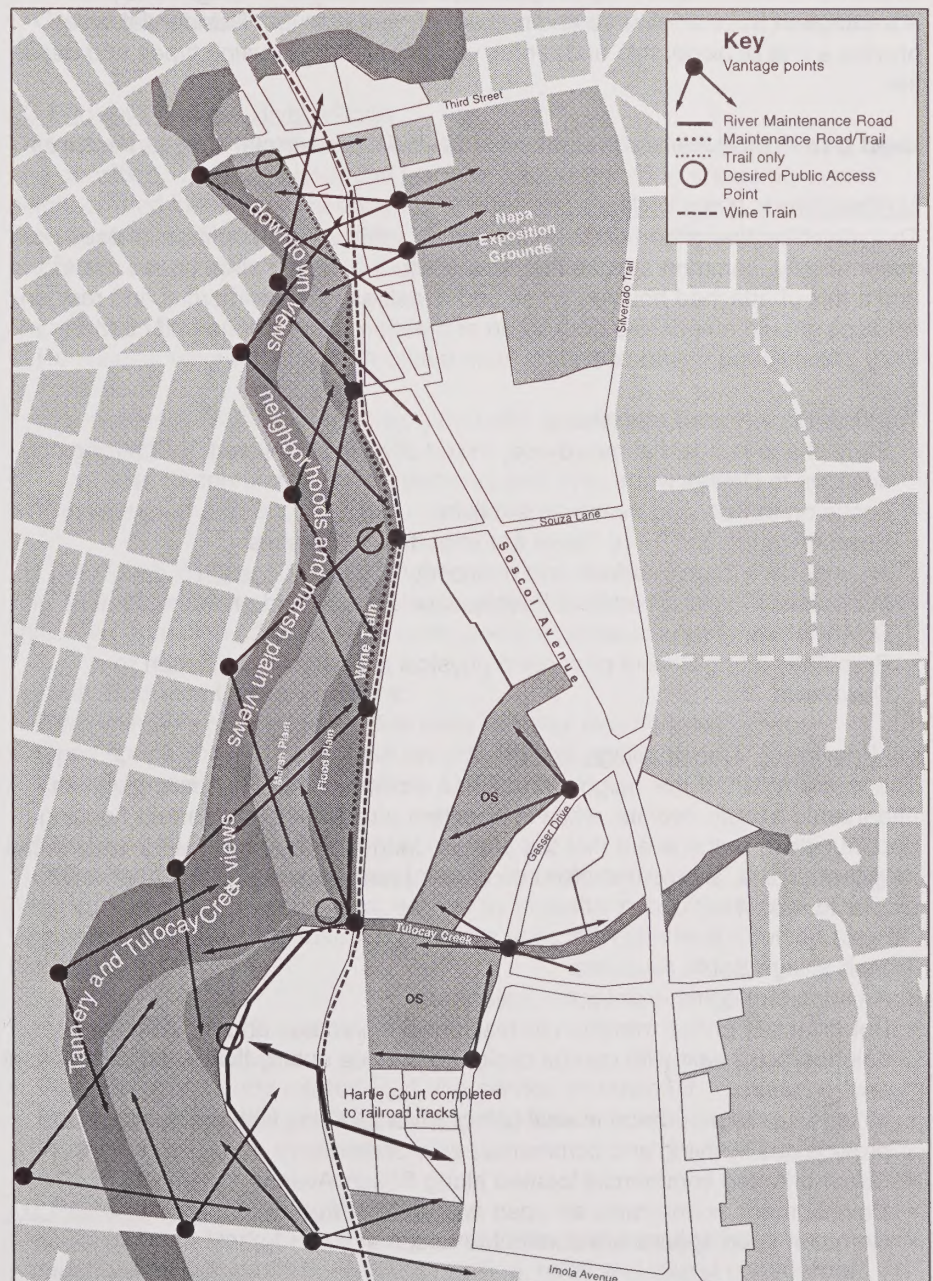


These photos are views of the Napa River Village (Neighborhood 4) from Riverside Drive and views of Tannery Bend from Napa River Village.

Right:

VISUAL ACCESS TO NAPA'S RESOURCES

This diagram shows important visual access and vantage points to the Napa River and major wetlands and creeks. The river and open space edges are highly visible and contribute to the urban and natural setting. The City's Downtown Riverfront Guidelines, Tannery Bend Guidelines and this Vision all encourage fronting development towards the River so that becomes part of the City's "front yard."



land use principles and concepts

Overall Approach: Neighborhoods and Commercial Villages

The overall planning approach emphasizes creation of villages and neighborhoods that have mutually supporting land uses, site plans and pedestrian experiences. These areas are connected by district-wide circulation, pedestrian and open space systems. They are designed to take advantage of natural features and man made focal points. The overall planning approach emphasizes creation of villages and neighborhoods that have mutually supporting land uses, site plans and pedestrian experiences. These areas are connected by district-wide circulation, pedestrian and open space systems. They are designed to take advantage of natural features and man made focal points. Residential areas provide a mix of ownership and rental, varied attached housing types and densities.

Land Use Principles and Neighborhood and Commercial Village Features

LU Principle 1: Transit Village North.

This mixed-use neighborhood should include ground floor commercial uses on major streets, common spaces that connect to the overall open space system and a mix of attached housing types and densities. All commercial and residential uses should emphasize pedestrian orientation, connections and comfort. They should support use of transit.

Transit Village North Features:

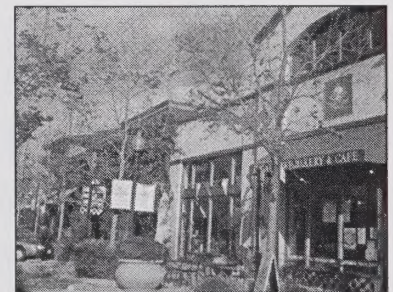
- Early phase residential mixed-use, mixed densities, live/work with strong connections to Downtown
- Focus on transit- and river-oriented living
- Soscol Avenue and Third Street are important addresses
- An important Expo interface and connection
- Intensities of uses around the intermodal station extend and complement Downtown and transit use
- Properties along Soscol promote a physical and visual connection to Downtown

LU Principle 2: Transit Village South

The western part of this neighborhood has a commercial emphasis, given its importance to auto dealers, while the eastern part provides important housing opportunities. In the event that the area no longer suits auto dealer needs in the long term future, it should evolve into a later phase mixed use neighborhood similar to Area #1.

Transit Village South Features:

- An important commercial/auto dealer area
- Potential late phase transition to residential mixed use and mixed density neighborhood east with careful design to provide quality living and commercial environments
- Mixed-use neighborhood in east along Silverado Trail with careful design to provide quality living and commercial environments
- Street-oriented commercial located along Soscol Avenue
- Development incorporates an open space spine from Expo
- Common open spaces are connected to spine



The Vision encourages commercial development that is interconnected.

section 2: concepts

LU Principle 3. The Point

The Point is a master planned commercial area with interconnected storefronts, parking and open space systems. It emphasizes retail, service, and office uses, although attached residential uses may be appropriate in some locations. Design should stress street-oriented site plans that improve the walking environment along Soscol and Silverado Trail and accommodate the need for connections to surrounding neighborhoods.

The Point Features:

- Street-oriented commercial uses face Soscol Avenue
- Pad commercial
- Development incorporates an open space spine from Expo
- Community center opportunity provides a transition to residential neighborhood



LU Principle 4. Napa River Village

This mixed density neighborhood should include a mix of attached housing types and densities. Housing should be planned and designed to create an overall neighborhood identity, frame common spaces and result in social and pedestrian friendly streets. These neighborhoods should present a varied elevation and profile as viewed from the Napa River and open spaces.

Napa River Village Features:

- Residential neighborhood with commercial potential nearest the Soscol frontage.
- Mixed-density residential neighborhood with apartments, townhouses and possibly public uses
- Open spaces connect to overall pathway and river trail system
- Provides for public access to river views



The Vision includes land use principles that support development of mixed-use and mixed-density residential neighborhoods. The photos above show a mixed-use storefront and a three-story ownership multifamily buildings.

LU Principle 5. Tulocay Business Center

The Tulocay business center is a master planned area oriented to Gasser Drive, with interconnected office or storefronts, parking and open space systems.

Tulocay Business Center Features:

- Predominately professional office uses but may include retail/service
- Open space and Tulocay Creek provide natural setting
- Orientation towards Gasser Drive

LU Principle 6. Gasser Drive Center

The Gasser Drive Center provides for auto-oriented commercial including office, retail and other commercial uses, as well as potential public/quasi public uses. Special care needs to be taken to integrate uses through street-oriented master planning.

Gasser Drive Center Features:

- Mixed-commercial uses
- Potential cinema and related food and service commercial
- Potential public/quasi public uses including special needs housing
- Public connection to river trail

LU Principle 7. South Napa Market Place

The South Napa Market Place is a planned area that provides for auto-oriented commercial including office, discount retailing, retail and tourist commercial uses. Commercial Centers should be designed for easy auto access while pro-

viding a pedestrian walkway system connecting each building.

South Napa Market Place Features:

- Big box and auto sales uses
- Auto-scale and oriented commercial uses
- Pad commercial
- Tourist commercial

LU Principle 8. Public Use Reserve

The Public Use Reserve is an important river-edge site intended for future public benefit uses that are compatible with the setting. Industrial or corporation yard uses are not compatible and would detract from the access to the River Trail and views from across the river from the west bank.

Public Reserve Features:

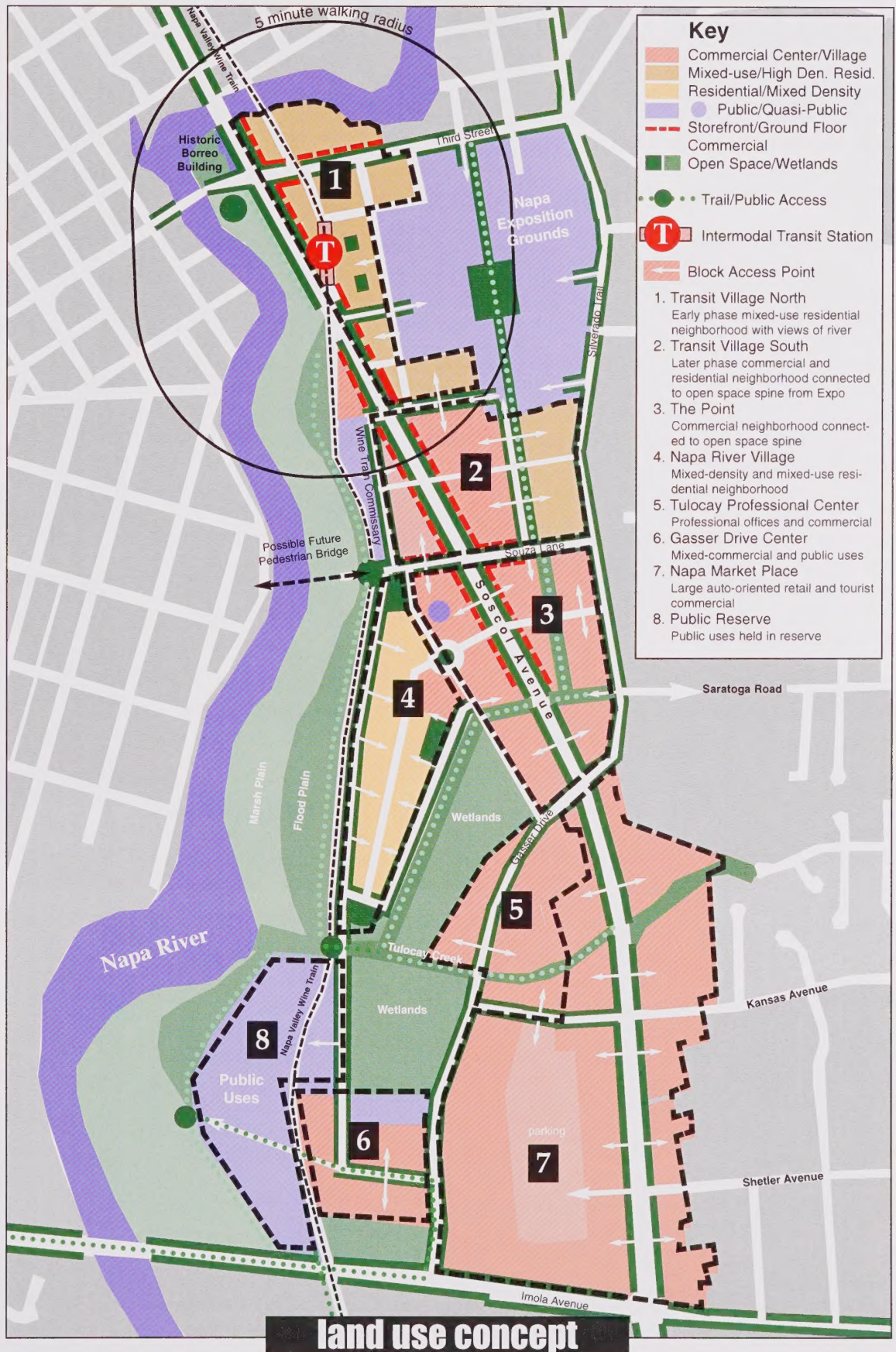
- Lands for public facilities reserve
- Visible site
- Important staging area for east side river trail connections



This photo of the waterfront in San Francisco shows a rail transit stop in front of a three-story mixed-use block. The Vision includes a Transit Village concept along the northern portions of Soscol Avenue that faces the Napa River and Downtown.



The mixing of uses and density is encouraged in many of the neighborhoods. These two examples demonstrate how office over retail uses (top) and residential over retail (bottom) can result in pleasant and social streets and common open spaces.



open space principles and concepts

Overall Approach: Connected System

The Soscol Gateway is to have an externally and internally connected system of open spaces largely accessible to the public. This includes the Napa River Trail, marsh and creek trails, open space spine connections to and through the Expo, and integrated common open spaces.

Open Space Principles

OS Principle 1: River Edge

Physical and visual access to the river should be improved by new public and private investment in the Soscol Gateway. Access may be pedestrian/bicycle and/or vehicles, transit, etc. The City of Napa should advocate and work with partners to add two more connecting trail access points to the River Trail so that access is provided at reasonable intervals. Access is currently proposed at Hartle Court and Third Street; added access is desired at Oil Company Road and Tulocay Creek.

OS Principle 2: Open Space Spine

Overland water flow through the Expo property and south should be engineered and designed into an integrated open space feature that connects the eastern areas of the district to the marshes and river. This connection should include pedestrian and bike access and visual connections to common open space in private development.

OS Principle 3: Marsh and Creek Trails

Pedestrian trails should be to and along area marsh open spaces and Tulocay Creek. These trails should connect to the open space spine and river trail.

OS Principle 4: Common Open Space

Open space in private development (residential and commercial) should provide physical and social focal points within neighborhoods. Common open spaces should be adjacent to and visually connected to public streets, trails and open spaces.

Open Space Concept Features:

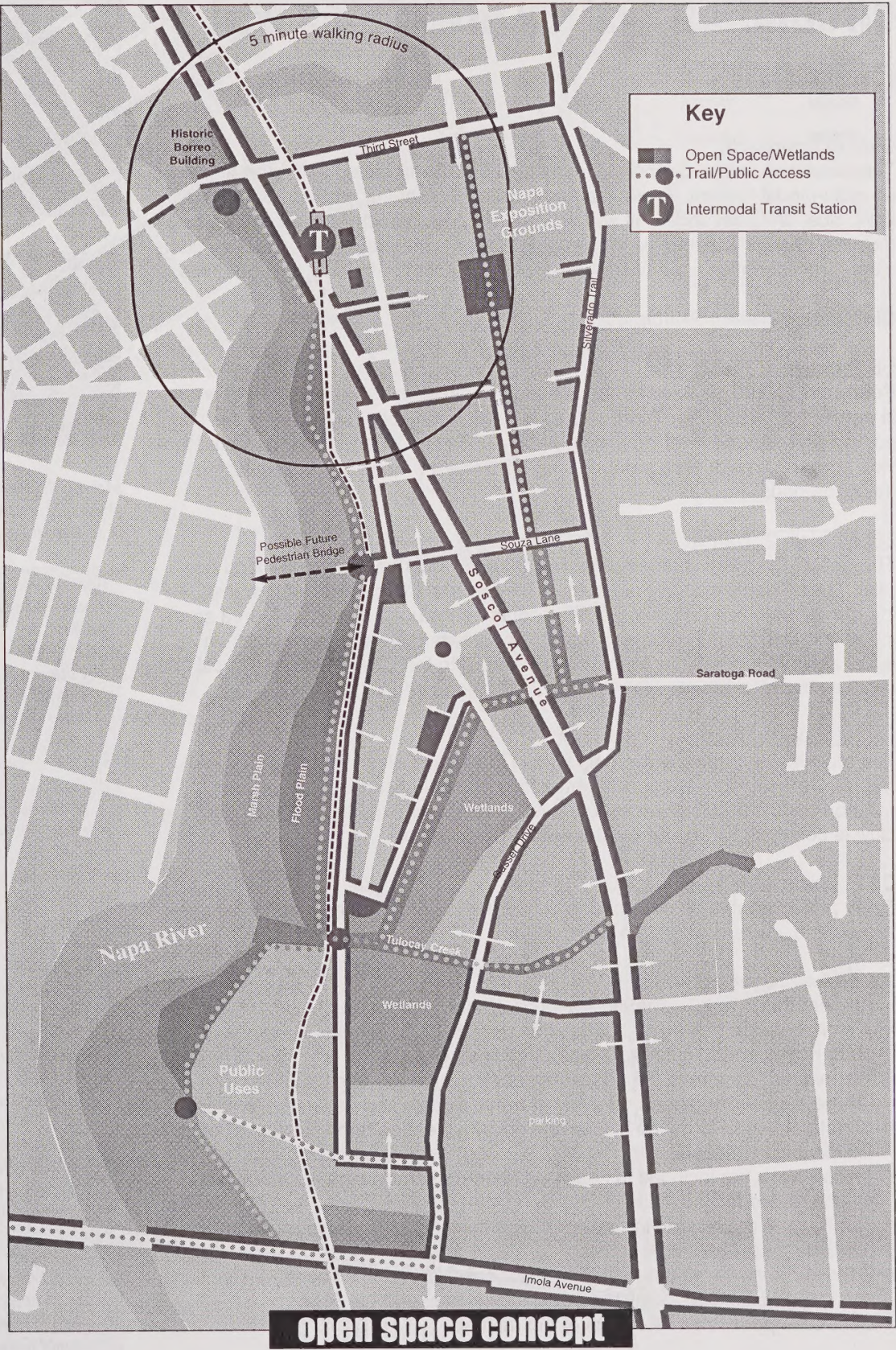
- Four neighborhood access points connect to the Napa River Trail (important to advocate for two additional)
- A north-south spine runs south from Expo (channeling “over-land flow” into an organizing open space feature)
- Common and small public open spaces connect to trail and spine features to become part of an overall system
- Visual access and travel occurs along natural open space features and the Napa River edge
- Strong street tree and landscape concepts for public streets reinforce a visual and symbolic hierarchy
- Pedestrian and bike access from eastern and other nearby neighborhoods is created to and through the Soscol Gateway
- Neighborhood visual and travel access is available to the river and natural open space
- Buildings front toward open space features where possible to take advantage of them as defining amenities, provides security and to facilitate appropriate use.



The Napa River (top) and the wetlands west of Soscol Avenue (bottom) are to be part of an interconnected series of public urban and natural open spaces.



This photo shows the Expo open space spine alignment.



circulation system principles and concepts

Overall Approach:

The circulation for the Soscol Gateway is to be a coordinated and inter-connected multi-modal system. There is a future transit hub at the northern part of the area. Bus, and passenger rail and water borne transit such as a river ferry, automobiles, pedestrians and bicycles support and are integrated with land use planning. Transportation solutions are to support pedestrian-friendly environments.

Circulation System Principles

CS Principle 1: Roadways

Roadways should be sized to balance their transportation function with economic and design objectives. There should be a hierarchy of public street sizes supporting citywide and local circulation needs. Roads connect neighborhoods, provide access to major area resources and provide a framework for organizing neighborhoods.

CS Principle 2: Transit

The Soscol Gateway is to integrate regional and local transit into the land use plan. There should be easy pedestrian, bicycle and vehicle access to transit. An intermodal (rail, bus and auto) facility should be included in the north area serving new development, Expo and downtown, unless another site provides an equal or better opportunity to meet transit goals in the City and region. Local bus service should be planned into each neighborhood and village.

CS Principle 3: Bicycle

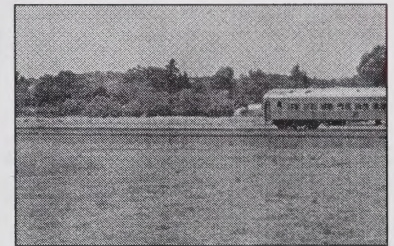
The roadway and trailway systems should implement bicycle route policies in Napa's General Plan, and include attractive and safe connections between neighborhoods, area resources and destinations. An Expo bicycle path and bicycle connections throughout the area are important.

CS Principle 4: Pedestrians

Every project should be designed to contribute to an overall atmosphere that make pedestrians comfortable and safe.

Circulation Concept Features:

- Efficient traffic flow is emphasized from SR221 to Silverado Trail
- A more balanced traffic and pedestrian use of Soscol Avenue is emphasized north of Silverado Trail (i.e., 4 lanes with landscaping)
- Techniques to improve the pedestrian environment are used in the Transit Village such as increase frequency of traffic signals and pedestrian crossings
- Streets are used to define blocks and development patterns, keying off of traditional block patterns
- Transit stops are included in each neighborhood and village at convenient neighborhood focal points
- The River is considered in "transportation thinking" as a viable mode and alternate gateway
- Consider in all development the need for connections to adjacent destinations, such as the College, neighborhoods, Downtown, and the River
- Controlled pedestrian crossings of the railroad

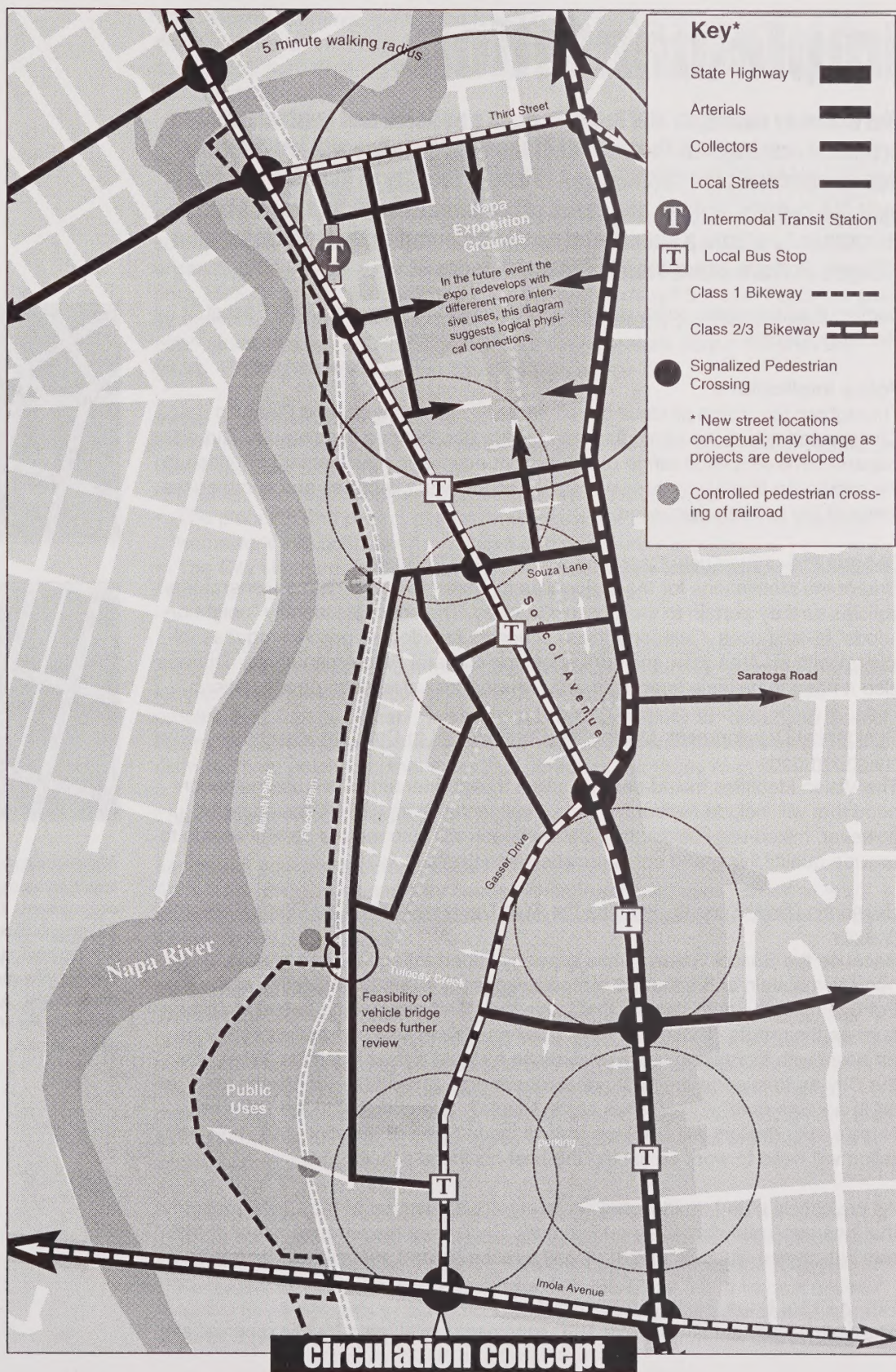


Making the Napa River edge visual and physically accessible to the community is an important principle in the Vision.

Typical Design Guidelines related to transit-and pedestrian-oriented design:

- Within density ranges provided, highest densities should be provided closest to a transit stop or hub
- Direct roadways and paths should connect housing with retail uses and services
- Streets should have street trees to protect and shade pedestrians
- Alleys may be used to serve residential and commercial development
- Intersections should be designed to facilitate pedestrian movement
- Parking lots should not dominate the street frontages
- Shared parking is encouraged for proximate uses, and driveways minimized in number
- Building setbacks from streets should be minimized to enclose and define streets
- Retail/service should have street level windows with clear views into buildings
- Main commercial buildings fronting on Silverado and Soscol should locate main entrances on the front facade or fronting corner; on other sites entrances should orient to streets, plazas, or parks, not to interior parking lots

section 2: concepts



section 3: implementation

The Gateway concepts add focus to Napa's policies and implementation activities that support the pursuit of the Vision. Policy and implementation implications are summarized to assist the City in gauging its efforts over the coming months and years to promote, design, and marshal resources to create a successful district of commercial and residential villages that are connected to the community.

Section 3 summarizes policy and implementation implications of the Soscol Gateway Vision.

Policy Implications

Throughout the Vision process the community, stakeholders, and Planning Commission questioned and discussed policy implications of concepts. The discussion covered a wide range of topics from economic development priorities to the circulation framework requirements. The following captures and summarizes some of the policies discussed.

General Plan Mixed-use: Capturing and Refining Policies

One of the motivations for the Vision was the need to better define General Plan policies as they pertain to the Soscol Gateway. The concepts identify "neighborhoods" of land uses. Capturing these concepts as adopted policies requires follow-up with an Area Plan and corresponding General Plan Amendment. There is also a need to balance specificity with allowing for unforeseen opportunities.

Residential Development: Making the Commitment to Creating Mixed-use Neighborhoods

The Vision identifies mixed-density, and a transit-oriented mixed use neighborhood that will include residential uses. Residential uses add 24-hour activity; however, mixed-use residential neighborhoods will also require careful design to provide quality living and commercial environments.

Economic Development: Securing the Auto Dealers' Future and Other Economic Activity

Because the Soscol Gateway has so many important economic activities, the need to maintain and enhance competitiveness is a primary objective of the City. For example, the auto dealers that lease their land are starting to feel the pressure on their rents. Those that have purchased land also see their property as an asset with increasing value uncommon for auto dealer locations. What can the City do to support their auto dealer partners? Should the dealers be co-located in an auto mall? What lands are available? It is anticipated the City and Napa's auto dealers will continue to face these types of question and implementation will need to work on finding the best business solution.

As previously noted, "middle box" retailers are a segment of the City's economy that has gaps and should be augmented. Such uses may require direct or indirect assistance, such as parcel reconfiguration or land assembly to be feasible.

Public Uses: Napa Sanitation District (NSD) Property

The Vision dedicates the former NSD treatment facility as a "public reserve" site.



Mixed-use and mixed density developments are to contribute to shopping environments and can provide residential neighborhoods with a sense of place. The top photo shows a mixed-use project around a court yard. The bottom photo is of a "middle box" retail project that faces the street with parking located to the side.

section 3: implementation

The Planning Commission felt the location was too valuable to allow it to be developed as an industrial project or other use that would not take advantage of its river location. Working with NSD will be critical in planning for the future of this important asset.

Circulation and Open Space Systems: Public vs. Private Systems

The concepts include a circulation framework illustrating a pattern of visual and physical connections that define the edges, centers, and connections between villages. To date, the area has generally evolved as individual projects, often disconnected and separate. The circulation and open space concepts provide an organizing framework to incrementally create integrated neighborhoods over time. How “public” and connected the neighborhoods will be is an important policy question. A physically and visually connected, largely publicly accessible open space system was identified as an exciting feature during the planning effort. Finding ways to achieve this objective will be key.



Development along the Napa River is provide a “front yard” for the community. The top photo show a promenade and trail that are part of Sacramento’s riverfront trail system. The bottom photo shows the Hartle Court bike lane and future River Trail access.

Initial Implementation Activities

There are three categories of initial activities that would support the implementation of the Soscol Gateway Vision.

- Policies and regulations need to be reviewed and updated.
- The planning and design of infrastructure should be undertaken to create a framework that connects the villages and community together.
- The City should develop a strategy with their private sector partners for success of the auto dealers and commercial activities.

Area Plan(s) and any corresponding General Plan policy adjustments

A Soscol Gateway Area Plan (or similar) is needed to provide a comprehensive land use and implementation package. It would provide a more intensive process for property owners, agencies and the community to “detail” the Soscol Gateway Vision. It is recognized that the Gasser Master Plan will be the mechanism for more detailed planning for that portion of the Study Area.

The Area Plan would include:

Land uses and any specific General Plan changes

An area plan would identify any needed changes to land uses, densities and intensities, and policies and include corresponding General Plan Amendments to accomplish such changes.

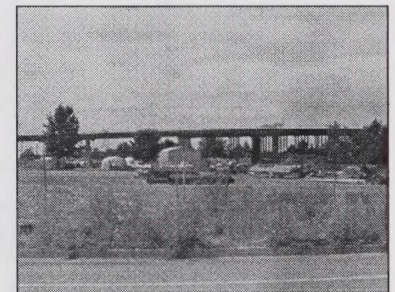
Infrastructure Planning, Needs and Costs

The Soscol Gateway Vision provides a conceptual framework of streets and open spaces. In the visioning process, there were several infrastructure elements identified as having an important bearing. These included the design of Soscol Avenue and other future roads, the intermodal station, the overland drainage flow and utilities. Working with partners to prepare a phasing plan and funding strategy for each of these types of infrastructure is an important part of implementing the Vision.

- **Streets:** The City’s overall transportation system was carefully evaluated in a in the mid 1990’s. Policy and technical review is needed to consider current conditions and to update thinking on a balanced area transportation system. For example, Soscol Avenue was viewed as more than just a transportation facility by participants in the Vision process. It was an address and setting for various types of land uses and places, suggesting different widths and pedes-

trian amenities. The conceptual circulation framework also includes some new roads to provide an underlying form and pattern for the neighborhoods, and to provide linkages through the area and to the College and surrounding neighborhoods. However, further technical study is needed to determine more exact locations, costs and sizes. There has even been interest expressed in a pedestrian bridge or other connections across the river (such as ferry service) that could improve connections with Downtown that would require further exploration.

- **Station:** The potential for adding an intermodal station in the northern portion of the district is an exciting opportunity to better connect Downtown and the Soscol Gateway to the region, and to provide alternative, less auto-oriented living opportunities. Station planning needs to reflect the economic, housing, and design objectives for the Soscol Gateway as well. This will require ongoing discussion and co-planning of the site with NCTPA.
- **Drainage:** Residual overland drainage flows after construction of the Flood Project remain an issue in the area. A popular concept from the community workshops was to create an open space “spine” from the Expo to the wetlands west of Soscol and use this spine as a potential solution for the overland drainage flow. This will require technical evaluation for feasibility and costs. Storm drainage in general should be evaluated and coordinated with the City’s drainage plan.
- **Other:** Other infrastructure also needs re-evaluation to assure adequate supply and distribution over time. Added follow-up activities may include identifying the costs and feasibility for relocating or undergrounding overhead PG&E high voltage lines along the frontage from Imola to Silverado; annexation of unincorporated County islands; site assessments for possible toxics; and reconfiguration of sites for future uses.



Financing mechanisms, private and public

There are a variety of financing mechanisms, and public/private partnerships that need to be explored to achieve the Vision.

Market Strategy

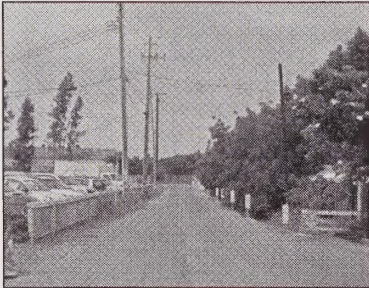
Soscol Avenue is an important business address and tax revenue source for Napa. Understanding how the district is positioned in the region relative various markets is critical. The auto dealers, commercial tenants, services and district management become interrelated parts of a positioning strategy.

- **Auto Dealer Futures:** The auto dealers are an important part of the past, present and future of the Soscol Gateway. Each dealer has unique needs in terms of land and marketing with a shared need of being in a high-visibility location that provides a destination for comparison -shopping and access to after-purchase -service. The City is committed to understanding their competitive position in the region in the context of contemporary auto marketing and sales approaches, and to finding ways to keep them in town. This includes exploring potential locations for an auto mall.
- **Middle-box Retailers:** The Vision provides new opportunities to attract middle-size commercial tenants to the District. The types of market opportunities and how those match up with opportunity sites will need further exploration to make the planning more relevant to those markets.

The Napa River Flood Protection Project is in the implementation phase. This effort will transform the river into an accessible amenity for the Soscol Gateway. Top photo shows new marsh plain and bottom photo shows views from Napa Sanitation District Property of new Imola Bridge.

section 3: implementation

- **Service Commercial/Light Industrial:** Soscol Avenue has played a unique role as a service commercial strip with a variety of auto repair, light manufacturing and assembly companies, and other types of rent-sensitive uses. As the land in Napa and Soscol Avenue becomes more expensive, there is a potential that they will be forced to find new locations. Follow-up planning will also need to examine the capacity and locations to accommodate these uses in the city as a service to residents and source of entry-level and semi-skilled jobs.
- **District Management:** The most successful districts are well managed. They are organized, promoted, maintained, and implemented with a combination of strong private and public sector leadership. The City would support an effort by property owners and business owners to organize themselves. This effort could lead to formation of a Business Improvement District (BID) or another privately sponsored leadership group for the district.



New development standards and guidelines

A specific implementation of the Area Plan would be identification of development standards such as zoning. It could also include, for example, revisions to infrastructure standards.

Environmental review

Environmental consequences of an area plan would require environmental review prior to any changes in land use or transportation policy and planned infrastructure.

Administrative Actions

Ongoing coordination with the Expo Board, Napa Sanitation District, Napa Valley Unified School District, Napa Valley College, Napa County Flood Control District, CalTrans, PG&E, property and business owners will all be important as planning efforts proceed.



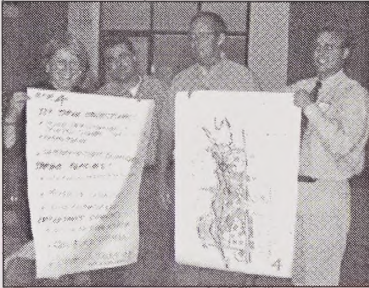
The Soscol Gateway Vision stresses adding connections to the River Trail at Oil Company Road and at Tulocay Creek. Ongoing efforts to coordinate trail access and visual access is an important implementation activity.

acknowledgements

Thanks to all Community Workshop Participants

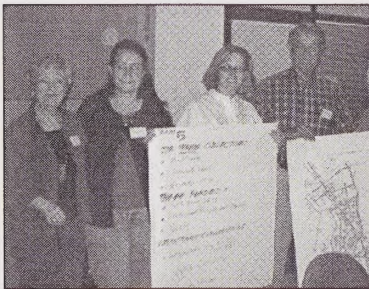
Napa City Council

Ed Henderson, Mayor
Harry Martin, Vice Mayor
Kevin Block
Dave Crawford
Jill Techel



Napa Planning Commission

James Krider, Chair
Tom Trzesnewski, Vice Chair
Bill Chadwick
Juliana Inman
Mark Van Gorder



The Vision process included interactive workshops (above) and stakeholders group meetings of property and business owners, agency partners and city staff (right).

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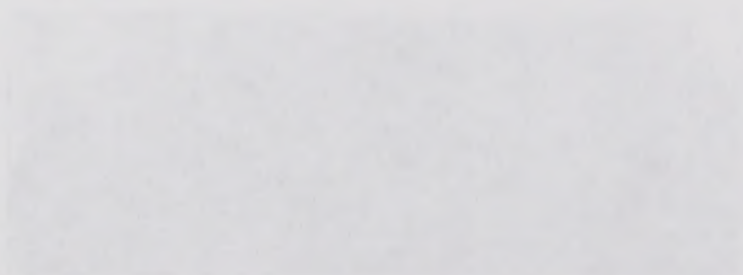
It is a pleasure to have you here today.

It is a pleasure to have you here today.

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appendix

APPENDIX

- A. Stakeholder comments/discussion
- B. Expo Concept
- C. Historic Building Inventory; and
- D. Aerial photo

APPENDIX A:

Stakeholder Comments and Responses:

The initial draft Vision was reviewed with stakeholders on June 3, 2004 and again at the June 17 Planning Commission Workshop. They identified several issues pertaining to implementation. Some concerns were accommodated by changing the planning concepts. Others will require ongoing refinement and monitoring during implementation phases of the Vision process.



1. Auto Dealer Interface: Compatibility of automotive uses with residential mixed use.

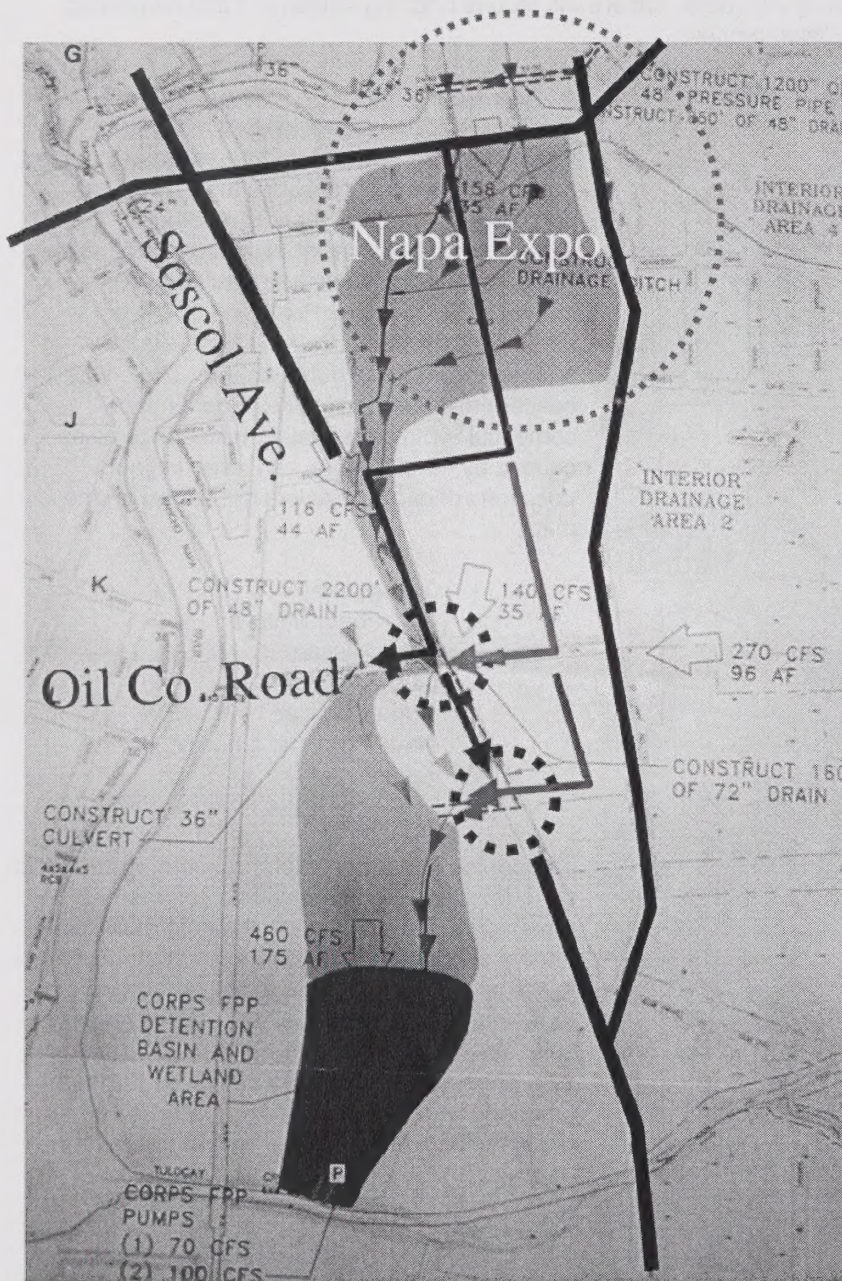
There are seven new auto dealers located in the Socol Gateway. The dealers in the northern portion were concerned about whether a "Transit Village" mixed-use designation suggested at the April Commission workshop was appropriate between Oil Company Road and 8th Street, particularly given the Commission's stated support for retaining auto dealers. There was concern that residential uses would not be compatible with auto dealers because of noise caused by car deliveries and other impacts. Locations of current dealers are shown on the map:

1. Jimmy Vasser
2. Greenberg Motors
3. Napa Nissan
4. Jenson Motors
5. Napa Chrysler
6. Napa Ford and Lincoln
7. Kastner

To address the auto dealers' concern, Area 2 land uses were adjusted to provide a commercial emphasis in the area where the auto dealers are, and mixed use in the eastern portion. In this Area 2, the land use principle was also revised to state that in the *future* event that the area no longer suits auto dealer needs, it should evolve into a later phase mixed use neighborhood. Further, language was added about the need for careful design to minimize conflicts between adjacent uses.

2. Overland Flow: Combining Drainage and Open Space Solutions

Using a pedestrian open space spine as a solution for "overland water flows" was questioned in terms of timing. Following completion of the Flood Protection Project, there will continue to be a residual overland water flow from surface sources during peak flood events which will need to be addressed with any development proposal. The vertical tolerances are so limited that this flow is unlikely to be accomplished in a pipe.



The overland flow of water from surface runoff currently flows through the Expo property, on to Soscol Avenue and into wetlands via 1) Oil Company Road and south through the Gasser property; and 2) culverts under Soscol located between Sousa Lane and Silverado Trail and across a flowage easement on the Gasser property. The community has been interested in an *integrated drainage solution* with amenity value to owners and the public to resolve the residual overland drainage problem and provide development opportunities for properties affected by this flow in the area. Such a solution would also address water quality post construction requirements (BMPs).

The Vision proposes a mid-block open space "spine" connecting the Expo to the wetlands open space on the Gasser Foundation property to focus and direct the overland flow.

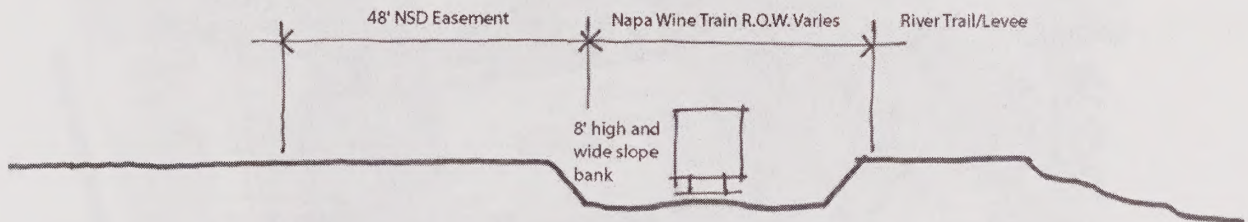
The diagram above shows the existing flow and the mid-block open space connector that delivers overland flow to Oil Company Road, and the culverts and flowage easement. Such a solution and potential for phasing requires further technical study.

3. Napa Sanitation District (NSD) Easement and Napa River Edge: Public Access to Views of River

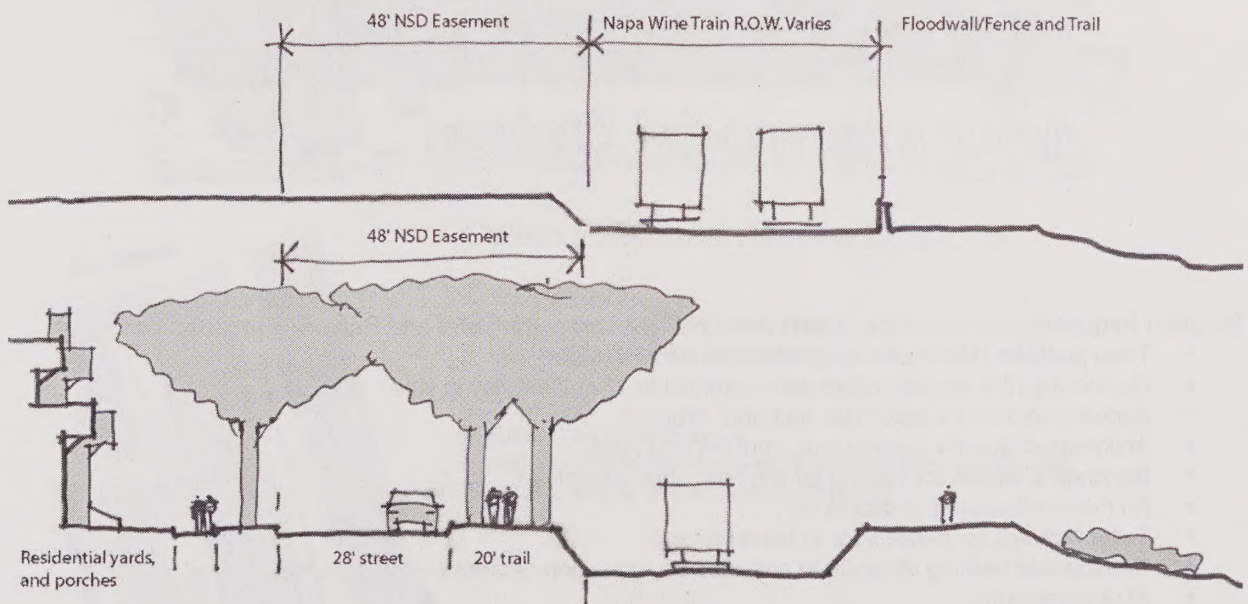
One of the popular concepts from the community urban design workshop was including a “river drive” along the Napa River open space edge. There was a desire to provide public visual access to the river and to establish a public space along the outside edge of private property that development can orient to. The stakeholders questioned whether it was possible to see the river and whether the NSD easement could be used. Staff has confirmed that the easement area can be used for such uses as roads/trails.

The diagram sections below illustrate the edge conditions and a River Drive section illustrating how the NSD easement could be used for a narrow and slow-speed neighborhood street, walking trail and frontage for a new mixed-density development. The illustration indicates 2d and 3d floor visual access to the river; and if train cars are not parked in the way, lower floor and pedestrian visual access across the open space to the west bank of the river. (Also see #7)

Condition South Portion of Residential Edge



Condition North Portion of Residential Edge

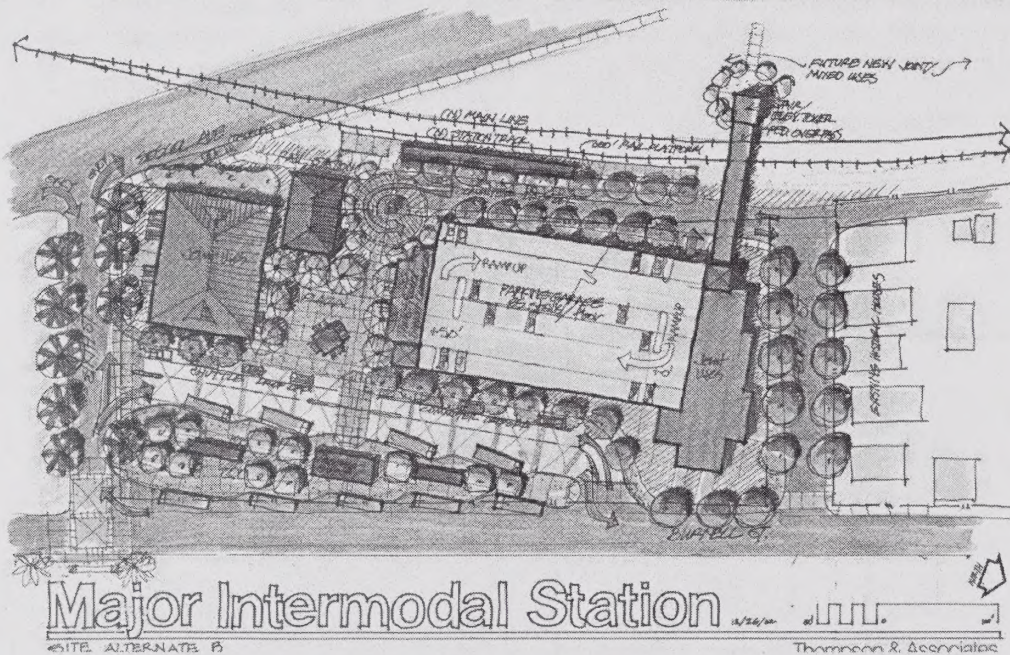


River Drive Concept

4. Intermodal Station: Land and Facility Requirements

What are the site and facility requirements and design/land use issues for the intermodal station? The Napa County Transportation Planning Agency (NCTPA) developed a concept diagram for the blocks between 4th and 6th Streets facing Soscol Avenue, a preferred potential site.

Key



Program Requirements/evaluation criteria (from NCTPA Nelson/Nygaard and Rail study reports):

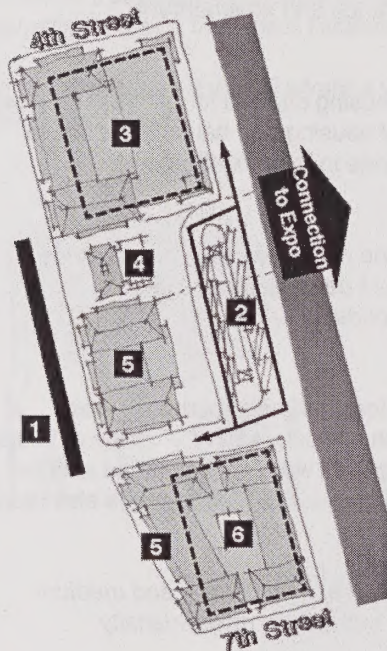
- Train platform (about 300' long minimum and 12' wide)
- Bus berths (8-9 spaces; expansion potential to 12+), flexibility in size
- Accommodation for auto "kiss and ride" drop off
- Accommodation for staging tour, shuttles and taxis
- Benches & places for waiting for the bus; other amenities
- An information area and/or kiosk
- Toilet facilities for patrons (or at least drivers)
- Reasonable walking distance to activities or population centers (~5-10 minutes)
- ADA compliant
- Parking structure (255 spaces shown in diagram) and opportunities for shared parking
- Secure bike racks (est. 25-50 spaces)
- Access and bus maneuverability
- Consider impacts on adjacent land uses and suitability for transit riders (lighting, noise, vibration, pedestrian and vehicular circulation)
- Transit supportive development within 1/2 mile and community support

Design Issues –Design issues discussed in a follow-up meeting with NCTPA:

- Impacts on adjacent neighborhood (noise, lighting, transition in scale; historic homes)
- Exploring potential for housing, commercial uses and child care on the site

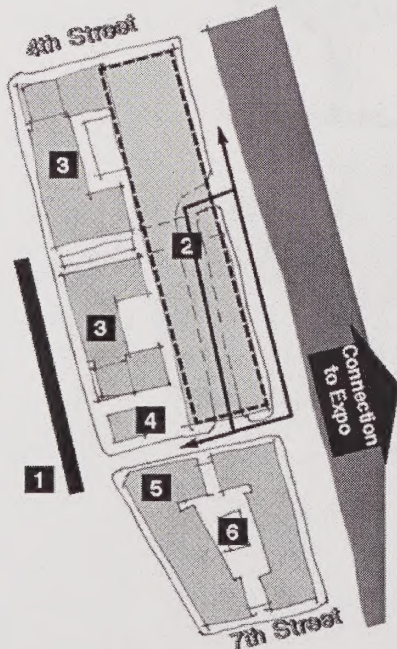
- Attractive from Downtown and surrounding areas
- Providing strong visual and physical connections between Downtown and the Expo
- Potential connections with river trail

Diagrams were prepared to further explore the potential for *residential mixed use* and design issues with NCTPA. They indicate that several options are available for further development.



Option 1: Housing Over Parking

1. Train platform
2. Bus parking
3. Parking under 4th Street Block residential development
4. Child care
5. Ground floor commercial
6. Second Phase Block-private parking under residential development



Option 2: Shared Parking Structure

1. Train platform
2. Parking structure and bus station
3. Live-work residential development (uses shared parking structure)
4. Child care
5. Ground floor commercial
6. Second Phase Block-live-work development with ground floor commercial, shares parking structure

Intermodal Station Site Planning Options

5. Mixed-Density: Defining Mixed-Density Development

What does the Vision concept mean by “mixed-density” neighborhoods? The stakeholders asked what the concept of a mixed-density neighborhood meant. The discussion provided a definition with the following characteristics:



Housing Types

There should be a mix of housing type and densities avoiding a monolithic and homogenous appearance and environment.

Ownership and Rental

The neighborhood should provide housing choices for different markets. It should blend ownership and rental housing and balance the mix to provide a sense of ownership and pride in the neighborhood.



Affordability

The neighborhood should address the needs of a variety of income levels. Napa's housing policies should be reflected in the types of units included in neighborhoods.

Neighborhood Design

In addition to these definitions, the design of neighborhoods was discussed. There should be an emphasis on creating a “sense of place” where common and public streets spaces were activated and shaped by the neighborhood's design. In particular, the river frontage elevation profile should not be monolithic.



To the left are photographs of mixed-use, high density and medium density housing types that could be included in mixed-density neighborhoods.

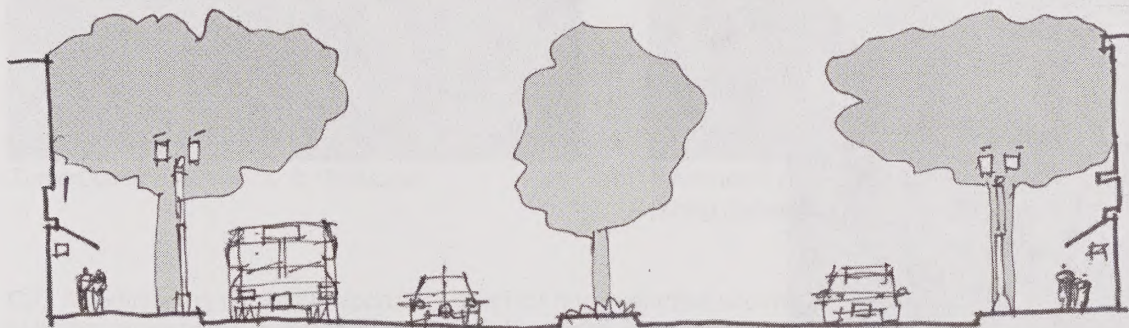


6. Circulation Implementation: Types and Locations of Roads

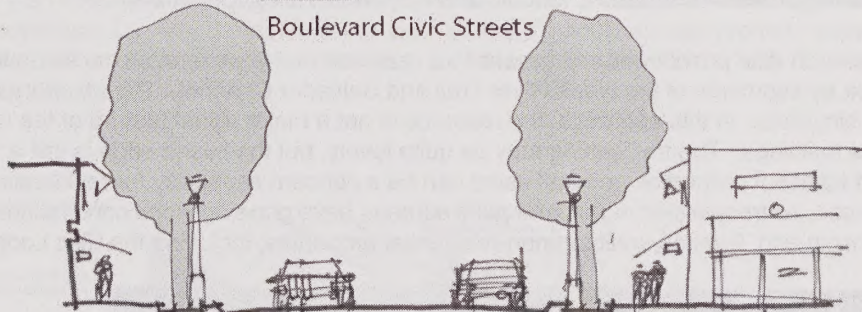
What type of roads will be included and what is their impact on the size of development parcels? The Vision Plan assumes there will be a variety of public and private roads that provide auto, pedestrian and visual access. They are to result in an overall block pattern that connects the area to the rest of the city, link open spaces, and contribute to the residential, commercial and mixed-use addresses of villages and neighborhoods. The Soscol Guidelines and the Residential Design Guidelines emphasize pedestrian friendly streets.

The Vision's circulation concepts illustrate a block and connection system and may change with specific proposals providing they meet circulation objectives.

The street sections below illustrate a variety of boulevard commercial, mixed-use and local residential streets used in the concept.



Boulevard Civic Streets



Village Commercial Streets



Neighborhood Residential Streets

7. The River Drive and River “edges”

Stakeholder representatives expressed further concern at the June Planning Commission workshop with the “River Drive” noting that the River itself is not visible, that streets may isolate new housing from the river, and that streets reduce the amount of land available for housing, which could reduce the number of potential units. Project design ultimately determines the number of units; the discussion below focuses on access to resources.

There are several ways to treat open space resource area “edges.” Resources may be creeks, rivers, wetlands or other open lands. The “Vision” suggests the third approach for the edges of important area wetlands and the Napa River. The three approaches are illustrated below.

A. The most private approach is to back up development to the resource. Lot lines may extend into the creek or other open space resource. This results in very minimal visual access to the resource. The development is the “public” face; the resource is hidden and not part of the public landscape.



Modoc Court, Browns Valley, Creek Behind

B. A second approach is to provide for trail access to a resource that development backs up to. This is illustrated in Napa by segments of the Napa River Trail and Salvador Channel. The resource is available to pedestrians and bicyclists. In this approach, the resource is not a major visual feature of the neighborhood, as it is behind the buildings. The trail setting may be quite lovely, but the inland edge is still a “private” back yard. Security of adjacent properties and trail users can be a concern especially for residential development. For example, fences, no trespassing signs, and patio screens have gone up since construction of the River Trail between Lincoln and Trancas, even on non-residential properties, including the Elks Lodge.



Napa River Trail by Elks property

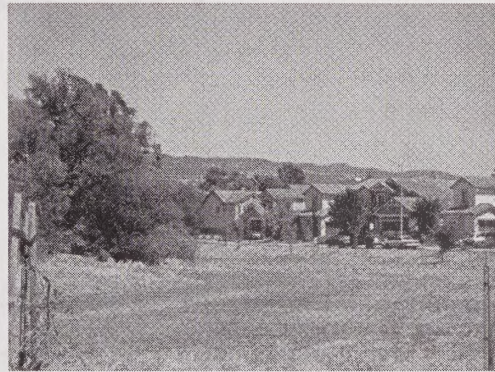


Salvador Channel Trail segment with homes backing to trail

C.1. A third approach is to front building, streets and trails towards the resource. In this approach, the resource becomes a prominent feature of the development and there is broader visual and physical use of the resource. The streets provide a buffer between homes and trails. In Napa, the Riverside Drive segment of the Napa River Trail, and parts of Summerbrooke Circle adjacent to Salvador Channel provide this approach. It is noted that the actual creek or drainageway may not be highly visible, but the open space and vegetation adjacent to the creek is. This approach clearly implements the General Plan goal and policy (LU-10, LU-10.1) to integrate the urban environment with the city's natural features.

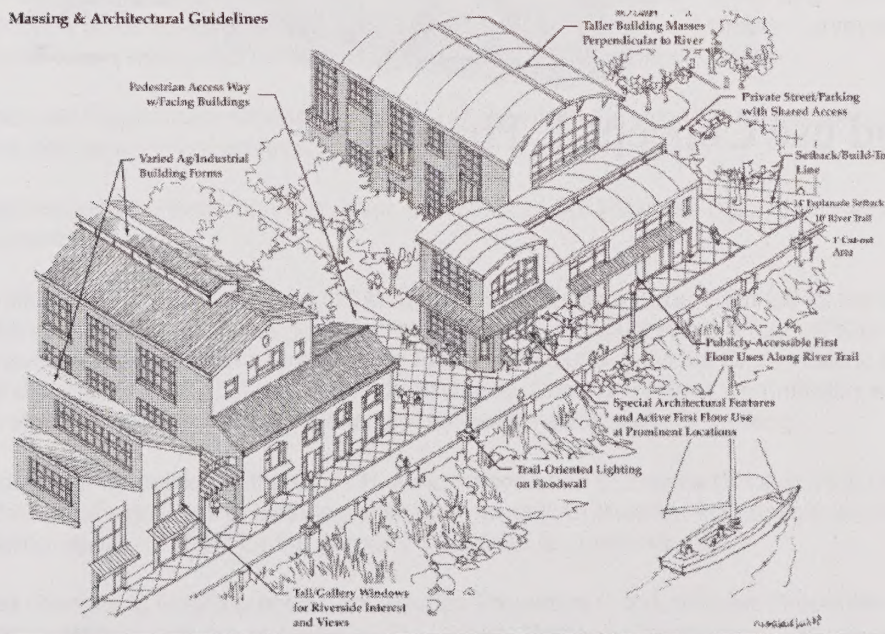


Turtle Creek Subdivision in Petaluma



Silverado Creek Homes and Summerbrook Circle facing Salvador Channel

C.2. A variation on the above approach, often for nonresidential and mixed-use properties, is to front the buildings towards the resource and provide adjacent public access or promenades. This approach is being used in the Downtown and Tannery Bend. However, both of these guidelines also promote active, river-related commercial uses or public uses such as cultural facilities on the ground floor with residential above to promote pedestrian activity.



PROTOTYPE ILLUSTRATION

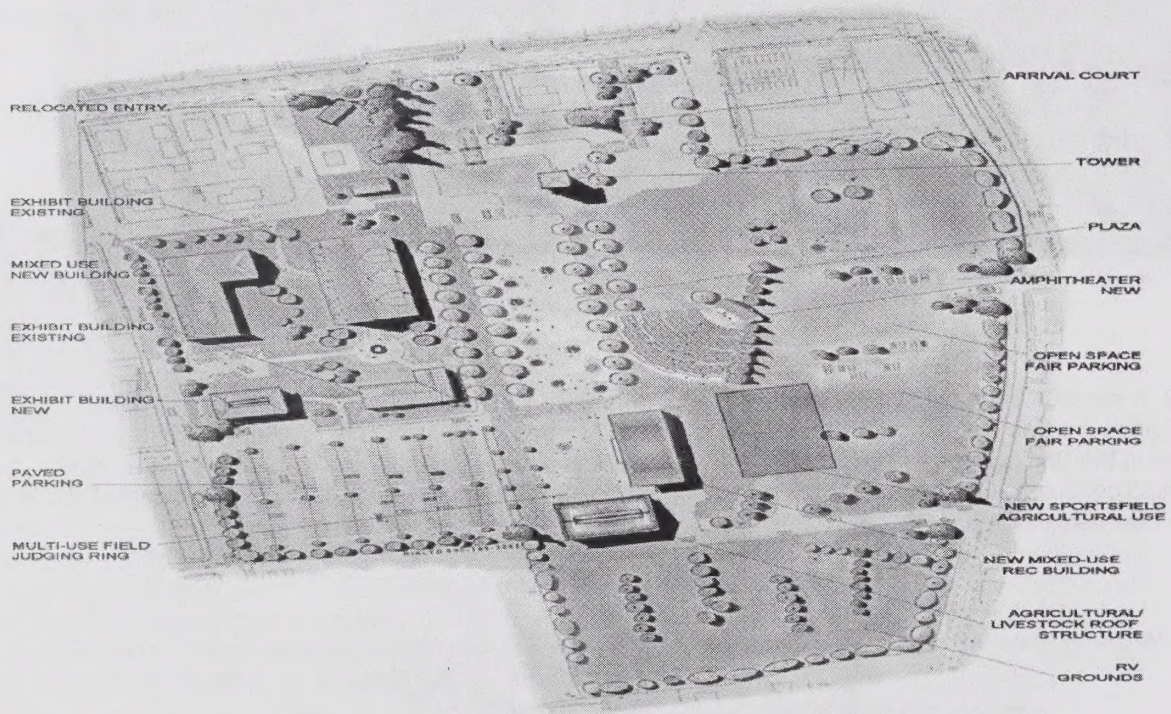
RIVERFRONT DEVELOPMENT

Tannery Bend prototype

APPENDIX B

Expo Land Use Concept Phase 1 accepted by Napa Valley Expo Board of Directors, August, 2003

Napa Expo



Land use Concept 1, Phase 1

APPENDIX C

Historic Resources, Soscol Gateway Area; Information from City Historic Resources Inventory (HRI)

Address	APN	Date	HRI Map Score	
702-12 Third	6-132-04	1910	3	
726-28 Third	6-132-03	1925	3	
807-11 Soscol	6-131-05	1940	3	
802-816 Third	6-131-06	1930	3	
818-820 Third	6-131-07	1930	3	
920-930 Third	6-133-02	1877	1	Landmark Property (Borreo Building)
948-952 Third	6-133-01	1930	3	
607 Third	6-142-03	1895	3	
623-633 Third	6-142-11	1895	2	Neighborhood Conservation Property
643 Third	6-142-12	1895	2	
747 Third	6-193-01	1895	2	
376 Soscol	46-570-08	1840	2	Landmark Property (Old Adobe; also known as the Cayetano-Juarez House, the oldest building in Napa)

Map Score:

- 1= Appears to be individually eligible for listing on the National Register of Historic Places; already is listed; or has been previously determined eligible for listing
- 2= Individually local landmark eligible or listed
- 3= Potential contributor to district

The Historic Resources Inventory survey (adopted in 1997) was conducted to create a comprehensive historic resources database by combining, updating and indexing existing survey data, verifying it in the field, and identifying potentially significant buildings and districts in areas not already surveyed. The field investigation method was a windshield survey aided by a standardized scoring system.

Landmark Properties are those cultural resources which the City Council has officially designated by resolution as worthy of protection as a Landmark.

Neighborhood Conservation Properties are those cultural resources which the City Council has officially designated as such.

Certificates of Appropriateness (COA) are required for "demolition" (defined as the complete destruction of a building or structure, OR the permanent or temporary removal of more than 30% of the perimeter walls, OR removal of any portion of a street-facing façade) of a building on the City's Historic Resources Inventory. Demolitions of "1" and "2" ranked buildings require Cultural Heritage Commission review, while Community Development staff reviews demolitions of properties assigned a "3" ranking.

Findings for demolition in the City's Historic preservation ordinance (Section 15.52.050E.) include: architectural significance; historic significance; structural integrity; economic feasibility of rehabilitating the building; applicant plans for the property if the COA is approved.

Most changes to Neighborhood Conservation Properties or to Landmark Properties require a Certificate of Appropriateness and are reviewed by the Cultural Heritage Commission. Criteria for review are more stringent than those described above and are described in the City's Historic Preservation Ordinance (Chapter 15.52 of the Municipal Code).

APPENDIX D

Aerial Photo of Area showing lot configurations

North Soscol Avenue Area



South Soscol Avenue Area



U.C. BERKELEY LIBRARIES



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